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MARINE CORPS ORDER 5710.6

From: Commandant of the Marine Corps  
To: Distribution List

Subj: POLICY FOR MARINE CORPS INTERNATIONAL RELATIONS (MCIR)  
PROGRAM

Ref: (a) Title 10 United States Code - Armed Forces  
(b) Title 22 United States Code - Foreign Relations and  
Intercourse  
(c) MCO 4900.3A, Marine Corps Security Assistance and Related  
International Programs  
(d) DODI 4000.19, Interservice and Intragovernmental Support

Encl: (1) Responsibilities for Major Marine Corps International  
Relations Activities  
(2) Terms of Reference for Security Cooperation Activities  
(3) MCIR Reporting Matrix

1. Situation

a. Overview. This Order defines the Marine Corps International Relations (MCIR) Program and establishes the policies, objectives, and processes associated with the planning, programming, budgeting, and execution of MCIR activities in order to facilitate Marine Corps support for Combatant Commanders and service-level security cooperation activities. It also establishes the requirement for an MCIR Plan. This Plan will be issued annually as a Marine Corps Bulletin and will provide short- and mid-range guidance in support of the Marine Corps' security cooperation activities, and will establish reporting requirements. This Order, the Marine Corps Bulletin, and other documents that will supplement them as international events unfold, will form the directives from the Commandant of the Marine Corps (CMC) that comprise the MCIR Program.

b. Higher Headquarters. The Chairman of the Joint Chiefs of Staff (CJCS) tasks the Combatant Commanders, through the Joint Strategic Capabilities Plan (JSCP), to develop Theater Security Cooperation (TSC) strategies. The Combatant Commanders, in turn, rely on their service component commanders to contribute to the Combatant Commander's strategy and, ultimately, to carry it out. The Joint Staff and the services will review the Combatant Commanders' TSC. In the past several years, CJCS and the Combatant Commanders have focused their efforts to ensure that security cooperation activities are coordinated and effective. This Order establishes an MCIR policy in order to

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assist the Marine Corps Component Commands (MCCCs) in maximizing the overall Marine Corps contributions to each theater worldwide.

c. Definition. The MCIR Program encompasses all Marine Corps interactions conducted internationally to advance the Marine Corps' responsibilities under references (a) and (b). Reference (a) responsibilities relate to military-to-military contacts and comparable activities that are designed to encourage a democratic orientation of defense establishments and military forces of other countries. Reference (b) responsibilities relate to military education and training, sales, and peacekeeping operations designed to strengthen the security of the U.S. and promote world peace, based upon the principle of effective self-help and mutual aid. MCIR comprises official and unofficial relations between the Marine Corps and foreign governments, international organizations, industries, and people of other nations that are aimed at furthering U.S. national security interests and promoting U.S. values abroad. MCIR activities are normally equivalent to security cooperation activities, and also include Marine Corps support for other U.S. Government agencies that engage in TSC. MCIR plays a central role in shaping the international security environment, responding to international crises, and preparing Marine Corps forces, friendly forces, and materiel for future conflicts. MCIR provides the means through which the Marine Corps exerts influence, secures commitments, strengthens relations, builds coalitions, promotes support of U.S. foreign policy and national security objectives, meets U.S. force requirements for foreign contingencies, pursues multinational force compatibility, and gains access to facilities as well as innovative technologies of other countries.

2. Mission. Headquarters, U.S. Marine Corps (HQMC) staff agencies and supporting establishments will support the MCCCs by providing them with timely and accurate information of planned and ongoing MCIR activities related to their respective areas and will coordinate these activities so that they support the MCCCs' and Combatant Commanders' respective TSC strategies. They will also support Marine Corps-specific MCIR activities as determined by the CMC and will keep HQMC informed of activities that support CMC initiatives.

### 3. Execution

a. Commander's Intent. The purpose of MCIR activities is to support the Combatant Commanders' TSC strategies. The Marine Corps will accomplish this via this policy and an MCIR Plan to be issued annually and will provide short- and mid-range planning guidance to HQMC staff agencies and supporting establishments on the integration of their MCIR activities with the Combatant Commanders' strategies. The MCIR Plan will be a 2-year plan corresponding to the geographic Combatant Commanders' planning, programming, and budgeting cycles. It will draw from the geographic Combatant Commanders' assessments of the relative importance of each country within their respective Areas of Responsibility (AORs) as well as guidance from the Commandant on service-specific requirements and priorities. This plan will provide a mechanism for reporting and coordinating MCIR activities with the

MCCCs. The end state envisioned is a system in which HQMC staff agency and supporting establishment MCIR activities are visible to the MCCCs and serve to improve interoperability with our allies and Marine Corps forces' warfighting capabilities. The program is meant to allow the flexibility to pursue MCIR activities at the direction of the Commandant that pursue service-specific goals, while ensuring they do not conflict with any Combatant Commander's TSC strategy.

b. Concept of Operations

(1) This objective will be accomplished by focusing on coordination between the MCCCs, and HQMC staff agencies and supporting establishments, so that the MCIR activities that are planned or executed outside the MCCCs are integrated into the respective MCCC's TSC plan, thus providing support to MCCCs and Combatant Commanders' security cooperation efforts. This will help ensure that service-wide MCIR activities remain focused on supporting the warfighters in the field, while also helping to synchronize the use of Department of Defense (DoD) resources.

(2) Close coordination of MCIR activities assures that MCCCs are aware of such activities such as the visits of foreign military officers to Marine Corps bases and schools and other military-to-military contacts, as well as future openings for foreign students at Marine Corps schools. Coordination also ensures that our bases and schools comply with current policy decisions that may limit different types of military-to-military contacts with certain countries. Should a Combatant Commander or the Office of the Secretary of Defense (OSD) designate a country as a priority coalition ally, the MCIR Plan will be updated to recognize this and will direct HQMC staff agencies and supporting establishments to seek opportunities that can be coordinated with the MCCC to increase their engagement with the priority country.

(3) MCIR Process. The MCIR process will assist Marine Corps organizations in determining where to concentrate their MCIR efforts and which tools to use to achieve combatant commander, Marine Corps Component Commander, and Marine Corps objectives. The process will also inform MCCCs of MCIR activities at the service level so that they may integrate these activities into their TSC strategies. The MCIR process consists of three phases: assessment, selection, and coordination.

(4) Assessment. This step determines the significance of a country relative to the security interests of the U.S. It is anticipated that the great majority of MCIR priorities will derive from, or coincide with, the security cooperation goals developed by each Combatant Commander. At times, security cooperation with a particular country may be a higher priority for Marine Corps forces than it is for the Combatant Commander. This could be due to a country's location in a littoral region, where the focus country may afford useful access to training areas and facilities. For example, the Marine Corps seeks to foster interoperability with counterpart Marine/Naval Infantry organizations. The CMC may direct that service-

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specific MCIR activities be conducted with a country's Marine Corps/Naval Infantry that does not rank high on the Combatant Commander's priority list. These service-specific MCIR activities will be coordinated by HQMC with the appropriate MCCC to ensure that they are compatible with the Combatant Commander's TSC strategy.

(a) Assessment begins with a comprehensive review to determine the need for, and propriety of, Marine Corps international programs and activities with the countries in each AOR. The review consists of identifying U.S. security interests, regional and country objectives, comprehensive intelligence assessments of a country or group of countries, and all ongoing Marine Corps international activities as well as those of the other services. HQMC will look to MCCC campaign plans as a basis for this assessment.

(b) A determination will be made as to whether there are any MCIR regional or country objectives that are not being addressed or that are under-served by ongoing MCIR programs and activities.

(c) In the final analysis, each MCIR activity must support the security cooperation initiative of a Combatant Commander, the supporting MCCC, and/or the CMC.

(5) Selection. The selection phase matches one or more appropriate Marine Corps international programs and activities to the goals or objectives to be achieved. Priorities are as follows:

(a) MCIR activities mandated by international agreements or that have been specifically directed by the Secretary of Defense (SecDef).

(b) International activities that the Marine Corps is obligated to support in response to references (a) and (b) requirements.

(c) International activities that the Marine Corps is committed to support in response to a requirement validated by the CJCS such as those appearing in the approved TSC strategy.

(d) CMC priorities and focus as contained in the MCIR Plan, published annually as a bulletin.

(6) Coordination. Coordination is critical to the MCIR Program. Coordinating instructions are provided below.

c. Tasks

(1) Deputy Commandant, Plans, Policies, and Operations (DC PP&O)

(a) Act as Executive Agent for the MCIR Program on behalf of the CMC.

(b) Oversee the development, coordination, and implementation of the MCIR Plan and ensure that it provides the following:

1. MCIR responsibilities for HQMC staff agencies and supporting establishments.

2. The Marine Corps role in shaping the international security environment.

3. Information on regional objectives and MCIR activities in support of the geographic Combatant Commanders' Theater Security Cooperation strategies.

(2) Strategy and Plans Division (DC PP&O (PL))

(a) Develop and coordinate the Marine Corps position as part of the joint review of the TSC strategies of the Combatant Commanders.

(b) Produce the MCIR Plan annually, in order to provide short- and mid-range planning guidance to coordinate, integrate, and synchronize Marine Corps support to the Combatant Commanders' TSC strategies and those service-specific International Relations activities that carry out Marine Corps functions under references (a) and (b), as well as reference (C), which outlines Marine Corps security assistance policy.

(c) Assist MCCCs in capturing and reporting security cooperation activities conducted at the service level.

(d) Monitor, assess, and interpret international affairs policies issued by the Department of State, OSD, the Joint Staff, and other appropriate authorities.

(e) Recommend changes to MCIR policy.

(3) Deputy Commandant, Programs, and Resources (DC P&R). DC P&R is responsible for all Marine Corps planning, programming, and budgeting matters. As such, DC P&R establishes and maintains a process for programming and budgeting for all Marine Corps activities. In general, MCIR activities will be programmed and budgeted through the geographic MCCCs and not as separate programs. Thus MCCCs, HQMC staff agencies and supporting establishments are responsible for funding their various MCIR activities. In exceptional cases, mostly related to service-specific MCIR activities directed by CMC, funding might be programmed. Point of contact for programming is the Program Development and Coordination Branch (DC P&R (RPD)), and for budgeting is the Budget Operations Branch (DC P&R (RFO)).

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(4) Marine Corps Component Commanders. MCCCs will keep CMC apprised of their TSC strategies and will ensure that they are prepared to receive and integrate MCIR information provided by HQMC staff agencies and supporting establishments.

(5) Deputy Commandants of HQMC Staff Agencies and Commanders of Marine Corps Supporting Establishments

(a) Manage the international programs and processes for which their offices have functional responsibility.

(b) Notify the geographic MCCC and DC PP&O (PL) of the planning and implementation of international programs and activities.

(c) Inform DC PP&O (PL) of all programmatic, administrative, operational, and implementation matters that have the potential to produce an impact on their organization's ability to carry out MCIR policies.

(d) Apply planning guidance as outlined in the MCIR Plan for the implementation of international programs and activities. A list of operating forces, HQMC staff agencies and supporting establishments with responsibilities for major Marine Corps international programs and activities is included as enclosure (1).

d. Coordinating Instructions

(1) All HQMC staff agencies and Marine Corps supporting establishments will notify the MCCCs of their planned and ongoing MCIR activities involving the nations in the MCCC's AOR. Enclosure (2) describes a number of types of security cooperation activities for reference when coordinating with the MCCCs. HQMC staff agencies and supporting establishments will use the matrix provided at enclosure (3) when communicating with the MCCCs. The matrix should be e-mailed to each MCCC, attention G-5, via the classified Secret Internet Protocol Router Network (SIPRNet) or the unclassified Non-secure Internet Protocol Router Network (NIPRNet), depending upon classification. This coordination is to ensure that MCIR activities are synchronized with the priorities, goals, and objectives of the Combatant Commanders through the MCCC commanders.

(2) Milestones for creating the MCIR Plan. It is anticipated that the MCIR Plan will be published annually. Sequence of steps for preparation of the Plan follows:

(a) SecDef publishes TSC guidance to the Combatant Commanders.

(b) OSD approves geographic Combatant Commanders TSC strategies.

(c) DC PP&O (PL) receives from the geographic MCCC's their service-specific international relations activity priorities.

(d) DC PP&O (PL) provides the CMC, via DC PP&O, with suggested USMC-specific International Relations engagement priorities.

(e) CMC approves DC PP&O (PL) suggestions or provides modifications, resulting in the CMC's international relations engagement priorities.

(f) DC PP&O (PL) integrates this guidance with the priorities of the various geographic MCCC's to form a service-wide MCIR Plan.

(g) The draft MCIR Plan is staffed to the various geographic MCCC's and DC PP&O for review and comment.

(h) The final draft MCIR Plan is sent to the CMC for approval.

(i) CMC approves the final MCIR Plan and it is disseminated Marine Corps wide.

(j) On a continuing basis, HQMC staff agencies and supporting establishments coordinate their MCIR activities with the appropriate MCCC's and provide an information copy of their plans to DC PP&O (PL).

#### 4. Administration and Logistics

##### a. Resource Allocation

(1) Currently, there is no direct linkage between the military value of a planned TSC activity and the allocation of Operations and Maintenance (O&M) funds for the activity. O&M funds are generally allocated to the MCCC's in a block and are not of sufficient detail to be linked to a single exercise or activity. Therefore, it is the responsibility of the MCCC to allocate resources based on the security cooperation value of an activity in addition to the other criteria MCCC's apply in resource allocation.

(2) MCCC's may indirectly influence O&M allocation through the deliberations of the Program Objective Memorandum (POM) Working Group (PWG). At HQMC, the Operations Division (DC PP&O (PO)) has a voting member on the PWG who can serve as advocate for funding for specific programs.

(3) A well-developed TSC strategy forms the basis for the MCCC's request for additional funding from the supported combatant commander (e.g., Traditional Combatant Commander's Activity funds).

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(4) Traditional support arrangements required by the Supporting Establishment for non-operational related training should fall under the provisions of reference (d).

b. Reporting

(1) Virtually any Marine Corps activity could have an international affairs component, and reporting MCIR activities will ensure that service-level security cooperation activities are reflected in the MCCC's planning. The MCCC serves as the link between the Marine Corps and the Combatant Commander, providing information on Marine Corps activities that contribute to Combatant Commander security cooperation objectives and, conversely, informing the CMC of the Combatant Commander's requirements for forces, resources, and capabilities. MCCC's also have the key role in feedback and evaluation of MCIR activities.

(2) DC PP&O (PL) requires information on all MCIR activities in order to fulfill its policy oversight role and to better serve as the MCIR integrator and resource advocate.

(3) The MCIR Plan will provide points of contact for HQMC staff agencies and support establishments to report planned and ongoing MCIR activities and programs to the responsible MCCC and HQMC. Enclosure (3) of this Order provides the reporting format for these notifications.

5. Command and Signal

a. Signal. This order is effective the date signed.

b. Command. This order is applicable to the Marine Corps Total Force.



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Responsibilities for Major Marine Corps International Relations  
Activities

1. Operating Forces include the Marine Corps Component Commands within each geographic combatant command.

2. Supporting Establishment Activities

a. Marine Corps Combat Development Command (to include Marine Air Ground Task Force Training Command; Training and Education Command, which in turn includes the Coalition and Special Warfare Center and the Marine Corps University; the Marine Corps Warfighting Lab; and the Warfighting Development Integration Directorate.)

b. Marine Corps Recruiting Command

c. Marine Corps Materiel Command (to include Marine Corps Systems Command, Marine Corps Logistics Bases, and Blount Island Command.)

d. Marine Corps Bases, Air Stations, and Marine Barracks, Washington (to include the United States Marine Band and the United States Marine Drum & Bugle Corps)

e. Marine Corps Forces Reserve and the Marine Corps Reserve Support Command

3. HQMC Departments, to include the following:

a. Aviation

b. Staff Judge Advocate

c. Command, Control, Communications, and Computers

d. Installations and Logistics

d. Intelligence

e. Manpower and Reserve Affairs

f. Plans, Policies, and Operations

g. Programs and Resources

h. Public Affairs

i. Special Projects Directorate

Terms of Reference for Security Cooperation Activities

OSD guidance no longer defines specific activity categories. The following is a guide to the types of activities that comprise Theater Security Cooperation, however it is not intended to be limiting.

(a) Defense Industrial Cooperation. This category includes defense development and manufacturing programs designed to demonstrate sharing in weapons and other defense system development and manufacture, and is intended to promote allied transformation parallel with the U.S.

(b) Combined Exercises. This category includes CJCS and Combatant Commander-sponsored exercises, as well as bilateral and multilateral exercises conducted by the forces of the service components with forces of other nations.

(c) Security Assistance. Security Assistance is a State Department program implemented by the Department of Defense. Security Assistance education and training includes the education and training of international defense personnel by U.S. institutions both in CONUS and overseas. It also includes the deployment of training assistance teams, both on a short term and long term basis, to train and assist forces of other nations. All education and training provided under this program is furnished on a reimbursable basis, unless executed under the terms of a specific reciprocal education or training agreement. As executive agent for the execution of security assistance education and training, Training and Education Command (Coalitions and Special Warfare) has direct control over the allocation of education and training quotas. Where quotas are limited, D/C PP&O allocates available quotas. In those instances, the Combatant Commander, with input from the Marine Corps Component Commander, provides recommendations to D/C PP&O on the allocation of spaces. This category of engagement activity impacts all levels of the United States Government as well as those planned by the Combatant Commanders and executive agents in coordination with the senior military representatives of the U.S. country teams or, where assigned, security assistance officers. Security assistance activities include foreign military financing (FMF), foreign military sales (FMS), international military education and training (IMET) and expanded international military education and training (E-IMET), the Excess Defense Articles (EDA) program and potential direct commercial sales (DCS).

(d) Multinational Training. This category includes scheduled unit and individual training activities with forces of other nations where the U.S. forces or individuals are the primary beneficiaries of this training. It does not include CJCS-sponsored, Combatant Commander-sponsored, and service exercises that are included Combined Exchange Training (JCET) is a subset of combined training and is a special category of combined training that involves U.S. Special Operations Forces training and therefore normally does not fall under the purview of MCIR.

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(e) Military-to-Military Contacts. This category includes senior defense official and senior officer visits, counterpart visits, ship port visits, participation in defense exhibitions and demonstrations, bilateral and multilateral staff talks, defense cooperation working groups, military-technical working groups, regional conferences, State Department's Partnership for Peace, and personnel exchange programs. The provision of training to units or personnel of other nations is not authorized under these programs. Scheduling of these activities is addressed, as feasible, for the period covered by the TSC strategy.

(f) Humanitarian and Civic Assistance. This category includes those planned activities for which specifically allocated humanitarian assistance funds are planned and requested. They are primarily humanitarian in nature and provided in conjunction with military operations and exercises, assistance in the form of transportation of humanitarian relief, and provision of excess non-lethal supplies for humanitarian assistance purposes. Other forms of humanitarian assistance, such as demining training, may also be applicable to this category.

(g) Intelligence Sharing. This category involves programs and agreements designed to provide shared intelligence data and sources at pre-determined, specified release levels.

(h) Multinational Experimentation. This category involves programs tasked to Combatant Commanders and services to demonstrate viability of new concepts for command and control, information exchange, etc.

(i) Reciprocal/Reimbursable Training. This category includes training events for which the U.S. and other nations use in-place tools such as Acquisition and Cross Servicing Agreements (ACSA) to provide short-term training. This category also includes reciprocal unit exchanges executed under the authority of a negotiated agreement between the Department of Defense and the Ministry of Defense of another nation.

Enclosure (2)

MCIR Reporting Matrix

1st Quarter FY 200X Marine Corps International Relations Activities for MCB Archibald Henderson					
COUNTRY/EVENT	SPONSOR	FUNDING	DATES	LOCATION	POC
Romania/Visit by Romanian MoD	USDAO Bucharest		1-Oct	MCB Henderson	Capt Smith D ; SmithIB@mcbh. Usmc.mil
Pakistan/Visit by Pakistani Naval Attache	HQMC (CSW)		18-Oct	MCB Henderson	Capt Smith; SmithIB@mcbh. Usmc.mil
Portugal/Visit by Portugese CNO	HQMC (CMC)		5-Nov	MCB Henderson	Maj Jones; JonesIM@Reciprocal visit mcbh. Usmc.mil
Netherlands/Exchange Officer	HQMC (PL)		15-Nov	MCB Henderson	Maj Green; GreenAB@mcbh. Usmc.mil
					hosted by CMC
					Arrival of exchange officer to be assigned to Regt S-3 Section. S-3 section. Two year tour.

REMARKS

MoD and spouse for capabilities brief  
Capabilities brief on LAVs that Pakistan may buy

hosted by CMC  
Arrival of exchange officer to be assigned to Regt S-3 Section. S-3 section. Two year tour.

Note: HQMC departments and Supporting Establishment Activities will use this matrix when communicating with the MCCCs. The matrix should be e-mailed to each MCCC, attention G-5, via SIPRNet or NIPRNet, depending upon classification. This coordination is to ensure that MCIR activities are synchronized with the priorities, goals, and objectives of the combatant commanders through the MCC commanders. In addition, a copy should be e-mailed to the HQMC (PL) Point of Contact.